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ABSTRACT

Under the provisions of Title IB of the Economic Opportunity Act of 1964 (as amended), the Public Service Careers Plan B (PSC-B) program, funded by the U. S. Department of Labor, was designed to stimulate permanent employment opportunities for the disadvantaged and to encourage the upgrading of existing low-paid workers in agencies receiving Federal grants-in-aid. In July 1970, grants totaling $12 million were allocated to 127 grant-in-aid recipients in 43 States for the projected entry employment and training of 3,520 disadvantaged and for the training and upgrading of 2,254 existing low-paid workers. This report represents an analysis of the 117 projects that became operational and includes a description of such program components as: (1) program administration, (2) problems encountered by project directors and enrollees, (3) benefits of the program with respect to administration, flexibility and objectivity, communication, and career development, (4) recruitment and selection, (5) orientation program, (6) job development, and (7) education and training. In general, program success varied directly with the style of supervision employed. It was found that contemporary supervisory styles were closely associated with the successful projects, while traditional supervisory practices were more closely associated with the less successful ones. (SB)

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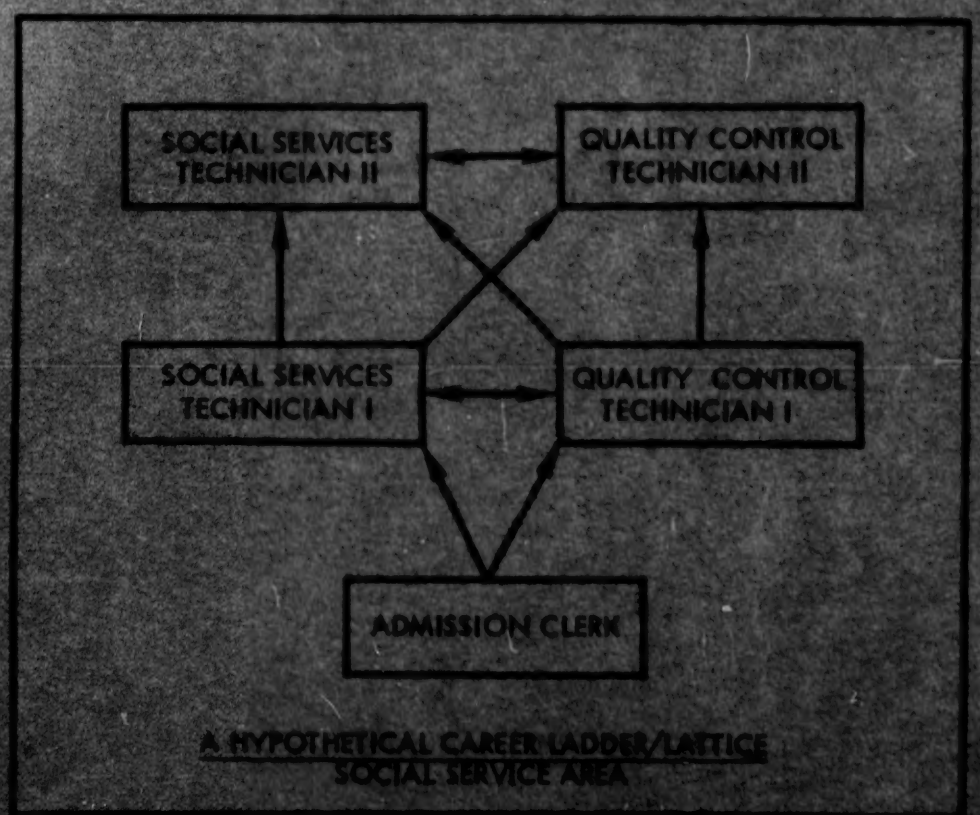
A Summary and Evaluation of PUBLIC SERVICE CAREERS Plan "B" (PSC-B)



A HYPOTHETICAL CAREER LADDER/LATTICE
SOCIAL SERVICE AREA

Office of
New
Careers

U.S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Washington, D.C. 20201

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A SUMMARY AND EVALUATION

OF

PUBLIC SERVICE CAREERS

PLAN "B"
(PSC-B)

FISCAL YEARS 1971-1972

by

WILLIE E. BOYD

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Elliot L. Richardson, Secretary

Office of the Deputy Assistant Secretary for Administration
Norman B. Houston

Office of New Careers
Aaron C. Alexander, Director

Washington, D.C. 20201

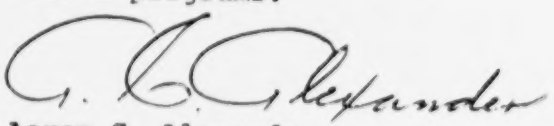
PREFACE

Although Public Service Careers-Plan B (PSC-B) occupies only a small segment in the Office of New Careers' spectrum of operations, it is a very significant element of concern.

As the coordinating and information unit for the Department's "New Careers"-type activities, the Office has maintained detailed records of the PSC-B operations for the past twenty-three months (July 1, 1970 through May 31, 1972). Staff of the office have made visits to program sites, and have provided information and technical assistance to administrative and operating personnel, and program enrollees (employees) alike. As a result, valuable knowledge has been gained from and exchanged with PSC-B component-activities.

The initial PSC-B contract period has provided the hard and soft data hereinafter presented by a member of the ONC staff; and in spite of a greatly scaled down PSC-B program for fiscal year 1973 (from $12 million to less than $3 million), data will be gathered, maintained, analyzed, and summarized, also, upon the termination of the FY 1973 contract.

It is hoped that this document will be informative and useful to former, present, and future sponsors of this Department's -- and others' -- PSC-B programs.



Aaron C. Alexander
Director
Office of New Careers

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INTRODUCTION

Under the provisions of Title IB of the Economic Opportunity Act of 1964 (as amended), the Public Service Careers-Plan B (PSC-B) program, funded by the U. S. Department of Labor (DOL), was designed to stimulate permanent employment opportunities for "the disadvantaged" and to encourage the upgrading of existing low-paid workers in agencies receiving federal grants-in-aid.

In July 1970, under the sponsorship of the Department of Health, Education, and Welfare (DHEW), grants totalling $12 million were allocated to 127 grants-in-aid recipients in 43 states (including Puerto Rico and the Virgin Islands) for the projected entry employment and training of 3,520 disadvantaged workers, and for the training and upgrading of 2,254 existing low paid workers.

Originally, the DHEW-sponsored PSC-B program was earmarked for termination in February 1972, but was later extended through June 1972, and some programs were finally refunded through June 1973.

From this latter move on the part of the DOL, the employees, the participating agencies, and society generally, stand to gain, for the program will better equip well over 6,000 employees to meet the ever-increasing demands for an improved delivery of services in health, education, and welfare, on a national scale.

Under the PSC-B concept, agencies are required to "hire first and train later" (entries), with a stipulation that upgrade employees must receive a promotion which represents at least a five percent increase in salary, upon completion of training. The salaries of employees enrolled in the program are paid by the employing agencies, while the salaries of project staff, and other administrative costs are paid out of Federal funds.

Strategies, designed to optimize returns on investments into the program, are issued as guidelines by the Department of Labor. With federal funds, participating agencies are encouraged to employ such devices as the application of task analysis and job restructuring techniques; provide counseling and other supportive services; and provide training for enrollees/employees, for PSC-B staff, and for prospective supervisors of PSC-B enrollees.

In order to obtain first-hand information relating to the operations of DHEW-sponsored PSC-B programs, 20% of the projects were randomly selected for on-site evaluative visits by members of the ONC staff. Thus, the analyses presented herein represent a description of the 117 projects that became operational (10 were deobligated). Moreover, the conclusions drawn and outlined herein are supported by information obtained during on-site observations of projects-in-operation, and by information obtained during personal contacts with project officials, supervisors of program enrollees, and with the enrollees, themselves.

Apropos of its previous experience as well as its PSC-B successes, it seems highly fitting to add that the Social and Rehabilitation Service (SRS) has recently undergone a commitment to establish a national task data bank that will eventually describe the manpower requirements that are needed in the delivery of human services in SRS's grants-in-aid recipient-agencies. An attempt will be made to establish uniformity in job titles, in job descriptions, and in skill and academic requirements. Along with the task statements, guidelines will also be

established to portray worker function levels, performance standards, instructional scales, training requirements, etc. This development could very well result in the Department's first uniform approach to standardization of paraprofessional positions in the SRS area of the PSC-B concept of operation in SRS's grants-in-aid agencies. The ONC would strongly recommend that other DHEW agencies explore the feasibility of adopting such an approach to career development.

PROJECT ADMINISTRATION:

ORIENTATION LAGS

From the very onset of the program, poor orientation to the PSC-B concept-of-operation accounted for many project shortcomings -- constant budget modifications, frequent program modifications, and mass confusion. In fact, confusion emerged at all levels. For instance, one federal official was heard to say, "After these people are trained, where are the jobs coming from?" From still another federal official came the question: "Who is responsible for hiring the supervisors of these enrollees?" These words were spoken approximately nine months after the DHEW/PSC-B program was scheduled to have gotten underway.

In spite of these weaknesses, sufficient surface evidence existed for one to safely conclude that the potentials for program success were there, but the guidance was not. In fact, relatively stable PSC-B guidelines were not issued until July 1971, one year after implementation of the program, Had a guiding path-pattern to a course of action been effectuated prior to July 1970, officials may have known that the practice of "hire first and train later" is

one of the underlying features of the PSC concept-of-operation, or that PSC-B enrollees are in fact members of an agency's regular work force.

STAFFING LAGS

A large majority of agencies was able to recruit and hire excellent staff. However, the staffing of a large number of projects did not get underway until several months after the programs were implemented. This late start triggered numerous deviations from project goals, objectives, and strategies; for entire schedules were thrown out of sequence.

ATTITUDINAL BLOCKAGE

To add to these problems, further, some projects were confronted with ensuing "power struggles," inadequate management support, and "bureaucratic hangups," which, in many cases, resulted in retarded operations.

UNEMPLOYMENT "FALLOUTS"

The current economic situation, too, exerted adverse effects upon several projects. Many states, for instance, underwent hiring freezes, which resulted in many projects being cancelled and many others being delayed. In addition

to this, the turnover rate in many agencies declined considerably after approval of the projects. Thus, although the overall commitment in terms of enrollment was eventually achieved, vacant positions emerged at a relatively lower rate than was originally projected.

TECHNICAL ASSISTANCE INADEQUACIES

Another factor which contributed toward the retardation of project-development resulted from the fact that many project officials were unaware of the availability of technical assistance, during the earlier stages of program implementation. Communication channels seemed to have been clogged or perhaps distorted.

When an awareness of the availability of technical assistance was finally realized, and later provided, the services rendered were not always completely satisfactory to all concerned. Generally, most project officials felt that the consultants exerted evidence of having a thorough knowledge of PSC-B reporting requirements, but were found to be lacking in expertise relating to the functions of some of the agencies participating in the program. For this reason, along with others, a few national grant agencies

decided against the use of outside consultants. Officials of these agencies provided their own technical assistance.

GRIPES:

FROM PROJECT DIRECTORS

Overall, communication channels were open, and seemed to have been two-way. However, several project directors felt that various PSC-B activities would have been enhanced had there been speedier communication between the projects and the national grant agencies. It seemed that answers to many questions and action on numerous requests for program modifications were found to be pending for two months or longer without being acted upon. The directors felt that this excessive lag time was very devastating in that project directors were left with the choice of "going out on a limb" by selecting an alternative course of action or by "letting the problem ride."

FROM EMPLOYEES (ENROLLEES)

In a few sectors of the country, there were numerous complaints from enrollees concerning work schedules, compensation time, leave time, release time for education, and inequities in policies and procedures, as related to them. Complaints were voiced against insufficient workloads

and against those tasks which were disdained by supervisors and handed down to paraprofessionals.

Among the other problems was a degree of resentment toward paraprofessional workers and the PSC-B program in general, on the part of some supervisors. Several supervisors demonstrated somewhat of a resentment toward the program and what it stands for because of what they termed "the drain on manpower," resulting from release time for education. The backlong of work in some agencies seemed to have accelerated because of the amount of time enrollees spent commuting to and from, as well as, in the classroom.

On numerous occasions, some supervisors openly displayed dislikes for paraprofessional workers. Various complaints were voiced against what the enrollees termed the degree to which some professional workers made it their business to espouse the notion that: "paraprofessional workers are, after all, only aides!" The entry workers were quite disturbed about this, and rightly so.

PROGRAM PLUSES:

COMPETENT ADMINISTRATION

On the brighter side, several agencies emerged with excellent projects -- programs that could very well be replicated as

models. Owing directly to the development of a good, (but flexible) sense of direction and to the employment of sound strategies, officials of these projects were able to demonstrate a high degree of efficiency and effectiveness in their overall mode of operation.

FLEXIBILITY/OBJECTIVITY

In many instances, the persistent efforts of project officials were instrumental in effectuating institutional changes in many areas. The traditional entrance requirements of many colleges and universities were modified or removed in order to accommodate the disadvantaged. Merit system officials were convinced of and assented to the actuality that the mere possession of excessive educational credentials does not necessarily ensure a better delivery of human services. Accordingly, a few changes emerged in certification and licensing and in other areas of job entrance requirements -- all in favor of the disadvantaged.

PENETRATING COMMUNICATION

Another outstanding feature demonstrated by these exemplary-type projects results from the fact that agency officials operated under the widely accepted theory that communication difficulties are one of the leading sources of strain and

misunderstandings between supervisors and disadvantaged workers. Yet, and wise directors knew this, one of the major determinants of the success of paraprofessional workers rests squarely on the shoulders of line supervisors. With these thoughts in mind, supervisors were apprised of and alerted to the fact that disadvantaged workers possess attitudes, customs, and values that are often different from those of middle and upper class workers, and that these differences should be taken into consideration by those who assume responsibility for the performance of paraprofessional workers.

CAREER DEVELOPMENT

In these emulative programs, to expound further, career ladders and lattices, along with educational and training components were developed and employed as a means of encouraging paraprofessional workers to move in the direction of, and eventually acquire, professional status. Each step up the ladder represented increased autonomy for the low paid workers, accompanied by increases in their knowledge, and coincided with a recognition of increased "professionalism" bestowed upon them by recipients of human services and by colleagues as well.

In such programs, the paths toward a good career development program have been constructed and the doors to upward and lateral mobility have been opened. With other things being equal, there is a high probability that the entrances will remain free from obstructions in the future.

The type of programs outlined above demonstrates what the PSC-B program is all about -- to improve and extend current programs toward the employment of persons with limited education and skills, and to expand and extend current activities toward the upgrading of existing lower level employees.

RECRUITMENT AND SELECTION:

In most agencies, recruitment was directed at the disadvantaged community as outlined in the DOL Guidelines. One exception being the fact that in a few headstart agencies, recruitment was restricted solely to disadvantaged parents of headstart children. Now, the criteria for enrollment is not of concern, here, for this is not the issue. The matter of concern, and some project directors concurred with this, stems from the fact that such practices of employing "preferential treatment" in the hiring of the disadvantaged resulted in what one might call a "lockout" of other eligible persons. One might in fact infer that a sort of institutional bias was erected against a certain sector of the disadvantaged community.

In general, the criteria used by agencies in the selection process varied according to the type of agency and according to the nature of the duties to be performed.

The inclination of some agencies was directed toward selecting the high school graduate -- the propensity to "cream." Others made use of formal interviews, reference materials, and entrance exams. Others relied upon the

applicant's motivation, his prior background, his prior experience, and his level of training. Finally, others used a combination of these.

One agency, traveling the testing route, a traditional but rather regressive and arbitrary approach, witnessed nearly eight out of ten applicants failing an entrance exam. In another agency, an identical type, as a matter of fact, the only requirements for educational credentials were that the applicant possess the ability to read and write.

Among the other problems was the somewhat less than propitious impact that the hiring of entry-employees had on existing low paid employees, especially in those agencies in which PSC-B programs were designed specifically for entry level workers.

In several instances, the training, counseling, child care, and other supportive services provided to entry workers triggered the upsurge of a high level of resentment toward both the PSC-B program and the new workers. In these cases, existing workers felt that the "luxuries" associated with the PSC-B program should have been allocated on the basis

of such factors as time on the job, contributions toward the agency's goals, and faithful service. As one worker said: "Training should be a reward for people currently working, not for entry people."

In one agency, to expound still further, clerks and secretaries walked off their jobs, demanding that they be placed in the same types of jobs, matching the education and training, as were provided for entry level workers.

In a few agencies, considerable factionalism emerged, too, between employees, selected for upgrading and those passed over. Envy and jealousy seemed to have been the primary causative factor. In retrospect, one might question the adequacy of "selling" the aims of the PSC-B program to non-PSC-B employees prior to the program's getting started.

In the more emulative type programs, ALL staff members were made aware of the purpose and contents of the PSC-B program, from the very outset. They were also kept abreast of new developments and worthwhile accomplishments. The consequential effects of such an approach have, in fact, led several project directors to view the PSC-B program in

their agency as a driving force which stimulated non-PSC-B employees in terms of self development.

ORIENTATION:

Based on traditional standards, most agencies emerged with excellent orientation programs. Such programs, varying in length from one day to two weeks, contained such familiar inputs as agency goals, policies, procedures, etc. But, was this enough?

In musing upon the question, one might consider the fact that in a large number of PSC-B programs, a large number of the new workers possessed little or no work histories, and as would no doubt be expected, a large number of these employees encountered difficulty in adjusting to their new environment. Yet, the orientation process of most agencies entailed few provisions for acquainting their entry employees with the "world of work."

A staff member of one agency perceived orientation as follows: "These classes can do little more than provide basic information about personnel policies and confuse people, at most, about their duties. The program is too long."

From still another agency, a staff member viewed the situation quite differently:

> "I agree wholeheartedly with the growing popularity of the idea that hiring people who 'have been there' can be very valuable in working with people who still are in a low income life style. However, I do feel that changing life styles does not magically happen when one is allowed to don the bonnet of a paraprofessional, fairly well paid, full time case-aide. Some of the sensitivity for the job and the clients is inherent but many of the practicalities -- such as what a full working day means, follow-up methods, personal day care problems, etc., demand attention and care in handling."

Although the latter was not in direct pursuit of the subject at hand, the implications therein clearly suggested that there was a clear and unmistakable need for agencies to have instituted a more modern approach toward their orientation process, especially where the so-called "hard-core disadvantaged workers" were involved.

In other words, following the line of traditional orientation practices is not enough. For agencies to succeed in turning large numbers of the poor into positive members of their regular work force, agency officials must employ the techniques contained in contemporary orientation models that have recently emerged as having relevancy and applicability to the disadvantaged.

During orientation sessions in the better programs, employees'/enrollees' questions were answered about training, education, job responsibility, and promotion opportunities. In addition to this, they were given an accurate picture of what the PSC-B program is all about. But still, was this enough?

In ruminating upon the question, one might consider the fact that many of the new workers had never known regular employment, nor had they lived in environments where steady employment was the norm. Moreover, the typical PSC-B entry employee was found to be poorly educated and possessed little or no skills. His attitude was characterized by a lack of mental guidelines as to what was expected of him in the world of work, a suspicion of agency motives, a feeling of alienation and isolation toward middle and upper class society, a lack of knowledge about what was expected of employees, and attitudinal negativism stemming from experiences where employment opportunities had evaporated in his face and where well-meant promises were seldom kept.

In contemporary orientation models, these aspects of human behavior are treated with serious concern, and much attention is paid to them. In fact, the modern orientation process undergoes somewhat of a transformation process, for it explores the employee's attitude about himself, his work, and his environment. He is made to feel that he is wanted and is being hired to make a contribution for which he is being paid; he is helped in ridding himself of his expectations of failure and in developing a favorable self image as a member of the regular work force; and he is helped in enhancing his self esteem and in raising his aspirations for greater things.

So, one could safely conclude that what is essential and/or absolutely necessary in erasing the employment problems of the disadvantaged is not only a classical orientation process or training that gives the individual skills, but much more. We need to adopt and employ procedures which help produce new patterns of behavior, and support for those patterns, while the new worker is undergoing the induction process, while he is undergoing training, and also later during his adjustment to the job. Agencies

which fail to install such support systems will inevitably fail in their efforts to absorb the so-called "hard-core disadvantaged" into their work force, beyond mere token numbers.

JOB DEVELOPMENT:

While a large majority of agencies did not undergo the process of functional job analysis, per se, prior to starting their programs, most PSC-B enrollees/employees, nevertheless, are afforded the opportunity for upward and lateral job movements. These movements too often, however, result more from accident than from design. To be sure, movements are allowed and, in fact, made. But are such tendencies accompanied by an introduction to job enrichment devices to any significant degree? There are certain implications which may be drawn from this lack of job development processes in a large number of the PSC-B agencies.

In far too many agencies, the benefits associated with job enrichment were never realized. Instead, job enrichment for low paid workers seemed blurred because of the presence of vertical and horizontal obstacles which prevented workers from utilizing their abilities to increase their growth, in terms of increases in skill and academic knowledge. For the most part, jobs in such agencies remained inflexible and so poorly defined that some enrollees were unaware of what was expected of them.

For example, one enrollee was heard to say, "I have been hired for over two months, and I have not been told of or given any specific responsibilities. It seems as if my job is to serve the professionals."

Another rather regressive move was also noted: Jobs were broken down into component parts and identified according to those which could be more optimally accomplished by the paraprofessional versus those which could be more optimally accomplished by the professional. Thus, an undesirable and somewhat widespread custom was imitated -- the practice of giving paraprofessional workers jobs with little variety and assigning them only simple tasks which soon became boring.

On the brighter side, however, a few agencies were able to demonstrate excellent job development programs; and within these agencies, enthusiasm and interest in the program and work environment were, as one might expect, relatively high.

Such concern and support, to be sure, resulted largely from the fact that low paid workers were given the opportunity to increase their growth and broaden their development through the accomplishment of tasks at increasingly higher levels and from the exposure to tasks which overlapped between jobs of comparable levels.

Another worthwhile situation was also observed concerning job satisfaction. Unlike the instance above where jobs were categorized as "pro" and "parapro," this agency was creative: entry level and other low paid workers were given tasks which entailed variety -- tasks which were viewed as an integral part of the agency's entire job structure, rather than just the "dirty" work which the professionals looked upon with disdain. In another agency an entry employee's first assignment in the work force was that of filing. Over a period of time, the new worker developed a somewhat mild dislike for filing because of the tediousness of such work. Besides, she felt that no one could really see what she was doing.

To redress the situation, the worker was assigned additional duties that were more appealing and more difficult than filing. Perhaps the professional supervisor of the new worker summed up the consequential effect best by saying that "Most of her new duties are similar to mine, and she is doing an excellent job. In fact, her duty and performance levels far outweigh the amount of pay that she is currently receiving."

EDUCATION AND TRAINING:

Most project officials persistently emphasize the fact that while training is an integral component of the upward mobility process, such training for paraprofessional workers, alone, is not enough. These officials feel that other staff members having direct involvement with low paid workers should also be trained.

To be sure, proponents of the new careers concept-of-operation would mount no opposition against such a line of thought. Such proponents would, on the contrary, strongly endorse the idea that supervisors having immediate responsibility for the job performance of disadvantaged workers should, indeed, be appropriately trained. However, supervisors should be trained prior to becoming involved with paraprofessional workers, especially in such areas as understanding and dealing with the life styles of the poor.

In very few instances was this the case in PSC-B programs. On the contrary, training for most supervisors of the disadvantaged was not provided until the projects had gotten well under way.

While education and training emerged as components of the new careers process, within all of the DHEW Plan "B" programs, the inclination toward academic type training is somewhat more prevalent within Headstart agencies. In a large number of Headstart PSC-B programs, for instance, one of the established goals from the very outset was for as many enrollees/employees as possible to attain the associate degree, during the life of the PSC-B contract.

Inservice training, supplemented with one to three academic courses, seem to be more favored among non-Headstart-sponsored programs. These agencies are relying more heavily upon on-the-job training as a means of providing for job progression.

It was also noted that some projects have made extensive use of certain institutional changes that have recently been emerging in colleges and universities. Officials of these projects have, for instance, made use of: (1) the CLEP program, whereby a certain number of college credits are allowed for work experience; (2) the consortium concept, as practiced by a large number of colleges and universities, whereby the degree granting institution allows the student to take courses for credit at other institutions of higher

learning; (3) the pooling of PSC and other federal funds and purchasing courses in clusters at a lower rate per credit; (4) allowing non-high school graduates to enroll in college level courses and then "banking" the credits until the GED or high school certificate is attained; (5) and in some cases, the granting of college credits for inservice training. Here again, though, most of the above strategies are being employed largely by officials of Headstart agencies.

CONCLUSION

If any one component of the PSC concept of operation could be referred to as a major determinant of PSC-B success or as an enabling factor which permits the program to proceed under milder conditions than are otherwise possible, supervision would be described as the key. In general, program success varied directly with the style of supervision employed. It was found, for example, that contemporary supervisory styles were closely associated with the successful projects, while traditional supervisory practices were more closely associated with the less successful ones.

While indicators describing the overall accomplishments of the DHEW/PSC-B program would no doubt prevent one from concluding that the program is more than an all-out success, in its entirety, one could safely conclude that the program did follow a somewhat better than all-or-none pattern of success during the first two years of operation. Individual projects which made highly worthwhile gains did so in a spectacular fashion, while only a few projects fell below what could be described as the norm.

Perhaps one could best summarize the value of the program by concluding that the mere decision to refund PSC-B is a clear indication of the worth of the program's overall returns on the public's investment. The ONC strongly takes the position that the Public Service Careers Program is one of the better manpower development programs, and that its reach should be extended, considerably.

APPENDIX A

PSC-B PROGRAM LOCATIONS*

TABLE 1

	DHEW SPONSORING AGENCY
REGION I - 6	
Connecticut-2	
New Haven	OCD
Norwalk	OCD
Massachusetts-4	
Boston	NIMH
Fall River	OCD
New Bedford	OCD
Worcester	OCD
REGION II - 9	
New Jersey-3	
Newark	NIMH
Trenton	SRS
Trenton	OCD
New York-4	
New York City	OCD
New York City	NIMH
New York City	OE
Yonkers	OCD
Puerto Rico-1	OCD
Virgin Islands-1	OCD
REGION III - 3	
Maryland-1	
Baltimore	NIMH
Pennsylvania-1	
Pittsburgh	OCD
West Virginia-1	
Grafton	OCD

*Reflects the program locale as differentiated from a statewide network of such programs.

APPENDIX A

	DHEW SPONSORING AGENCY
REGION IV - 18	
Florida-5	
Bradenton	OCD
Brooksville	OCD
Hollywood	OCD
Tampa	OCD
Dade City	OCD
Georgia-1	
Cartersville	OCD
Kentucky-3	
Richmond	OCD
Flemingburg	OCD
Louisville	OCD
Mississippi-2	
Fayette	CHS
Jackson	CHS
North Carolina-2	
Cherokee	OCD
Raleigh	SRS
South Carolina-2	
Columbia	SRS (2)
Tennessee-3	
Chattanooga	OCD
Greenville	SRS
Knoxville	OCD
REGION V - 18	
Illinois-1	
Rock Island	OCD
Indiana-1	
South Bend	OCD

APPENDIX A

	DHEW SPONSORING AGENCY
Minnesota-5	
Cass Lake	OCD
Duluth	OCD
Onamia	OCD
Red Lake	OCD
St. Paul	SRS
Michigan-5	
Detroit	OCD
Inkster	OCD
Lansing (2)	SRS (2)
Pontiac	OCD
Ohio-3	
Cincinnati	CHS
Columbus	SRS
Toledo	OCD
Wisconsin-3	
Wittenberg	OCD
Madison	SRS
Milwaukee	OCD
REGION VI - 14	
Arkansas-1	
Little Rock	SRS
Louisiana-1	
Kenner	OCD
New Mexico-4	
Bernallilo	OCD
Carlsbad	OCD
Zuni	OCD
Santo Domingo	OCD
Oklahoma-1	
Norman	NIMH

APPENDIX A

	DHEW SPONSORING AGENCY
Texas-7	
Amarillo	OCD
Beaumont	OCD
Big Spring	OCD
Corpus Christi	OCD
Dallas	NIMH
El Paso	OCD
San Antonio	NIMH
REGION VII - 7	
Iowa-1	
Des Moines	SRS
Kansas-1	
Topeka	OCD
Missouri-4	
Kansas City	OCD
Portageville	OCD
St. Louis	OCD
St. Louis	OE
Nebraska-1	
Lincoln	OCD
REGION VIII - 20	
Colorado-4	
Brighton	OCD
Del North	OCD
Greeley	OCD
Denver	SRS
Montana-8	
Heart Butte	OCD
Boulder	SRS
Crow Agency	OCD
Harlem	OCD
Helena	SRS
Missoula	OCD
Poplar	OCD
Warm Springs	NIMH

APPENDIX A

	DHEW SPONSORING AGENCY
North Dakota-2	
Bismarck	OCD
Fort Yates	OCD
South Dakota-3	
Fort Thompson	OCD
Pine Ridge	OCD
Rosebud	OCD
Utah-2	
Price	OCD
Proro	OCD
Wyoming-1	
Fort Washakie	OCD
REGION IX - 17	
Arizona-4	
Fort Defiance	OCD
Oraibi	OCD
Sells	OCD
Yuma	OCD
California-12	
Compton	OCD
Los Angeles	OCD
Los Angeles	SRS
Modesto	OCD
Redwood City	OCD
Riverside	NIMH
Sacramento	OCD
San Diego	SRS
San Francisco	NIMH
Corte Madera	OCD
Santa Ana	NIMH
Visalia	OCD
Nevada-1	
Carson City	OCD

APPENDIX A

	DHEW SPONSORING AGENCY
REGION X - 5	
Idaho-1	
Lapwai	OCD
Oregon-1	
Salem	SRS
Washington-3	
Pasco	OCD
Tacoma	OCD
Yakima	OCD

DHEW/PUBLIC SERVICE CAREERS - PLAN "B"

TABLE 2

DISTRIBUTION OF ENROLLEES/EMPLOYEES, BY ETHNIC CHARACTERISTICS AND SEX

ETHNIC CHARACTERISTICS	TOTAL		MALE		FEMALE	
	Number	Percent	Number	Percent	Number	Percent
Negro/Black	2,293	37.5	284	26.6	2,009	29.8
American Indian	667	10.9	22	2.1	645	12.8
Oriental	23	0.4	9	0.9	14	0.3
Mexican American/Chicano	496	8.1	51	4.8	445	8.8
Puerto Rican	134	2.2	37	3.4	97	1.9
Other Minority Groups	43	0.7	9	0.9	34	0.7
All Other Enrollees/Employees	2,458	40.2	654	61.3	1,804	35.7
TOTALS	6,114	100.0%	1,066	100.0%	5,048	100.0%

DHEW/PUBLIC SERVICE CAREERS - PLAN "B"

TABLE 3

ENROLLEES'/EMPLOYEES' AGE DISTRIBUTION, BY SEX

AGE GROUP	TOTAL Number	TOTAL Percent	MALE Number	MALE Percent	FEMALE Number	FEMALE Percent
20 and under	440	7.2	158	14.8	282	5.6
21 - 25	1,351	22.1	427	40.0	924	18.3
26 - 30	1,027	16.8	138	13.0	889	17.6
31 - 35	923	15.1	93	8.7	830	16.4
36 - 40	1,009	16.5	64	6.0	945	18.7
41 - 45	606	9.9	64	6.0	542	10.7
46 - 50	354	5.8	45	4.2	309	6.1
51 and over	361	5.9	70	6.6	291	5.8
Age Unknown	43	0.7	7	0.7	36	0.7
TOTAL	6,114	100.0%	1,066	100.0%	5,048	100.0%
AVERAGE AGE	32.7		28.9		33.5	
MEDIAN AGE	35.18		29.4		37.5	

DHEW/PUBLIC SERVICE CAREERS

TABLE 4

SALARY DISTRIBUTION OF PLAN "B" POSITIONS, BY TYPE OF EMPLOYEE

MINIMUM STARTING SALARY (HOURLY)*	% OF TOTAL EMPLOYEES	TYPE OF EMPLOYEE	
		ENTRY	UPGRADE
$1.50 - $1.69	9.2%	9.8%	6.9%
1.70 - 1.89	12.8	12.0	15.5
1.90 - 2.09	7.0	6.8	7.5
2.10 - 2.29	5.7	2.4	17.1
2.30 - 2.49	24.3	26.6	16.5
2.50 - 2.69	14.0	16.8	4.7
2.70 - 2.89	9.6	7.5	16.6
2.90 - 3.09	0.9	0.3	2.7
3.10 - 3.29	2.7	3.0	1.4
3.30 - 3.49	11.2	12.6	6.6
3.50 - 3.69	1.1	0.9	1.7
3.70 - 3.89	0.0	0.0	0.0
3.90 and over	1.4	1.1	2.7
TOTAL	100.0%	100.0%	100.0%
Average minimim starting salary	$2.45	$2.46	$2.42
Median starting salary	$2.43	$2.45	$2.34

*As reported by participating agencies, 10-31-70

TABLE 5

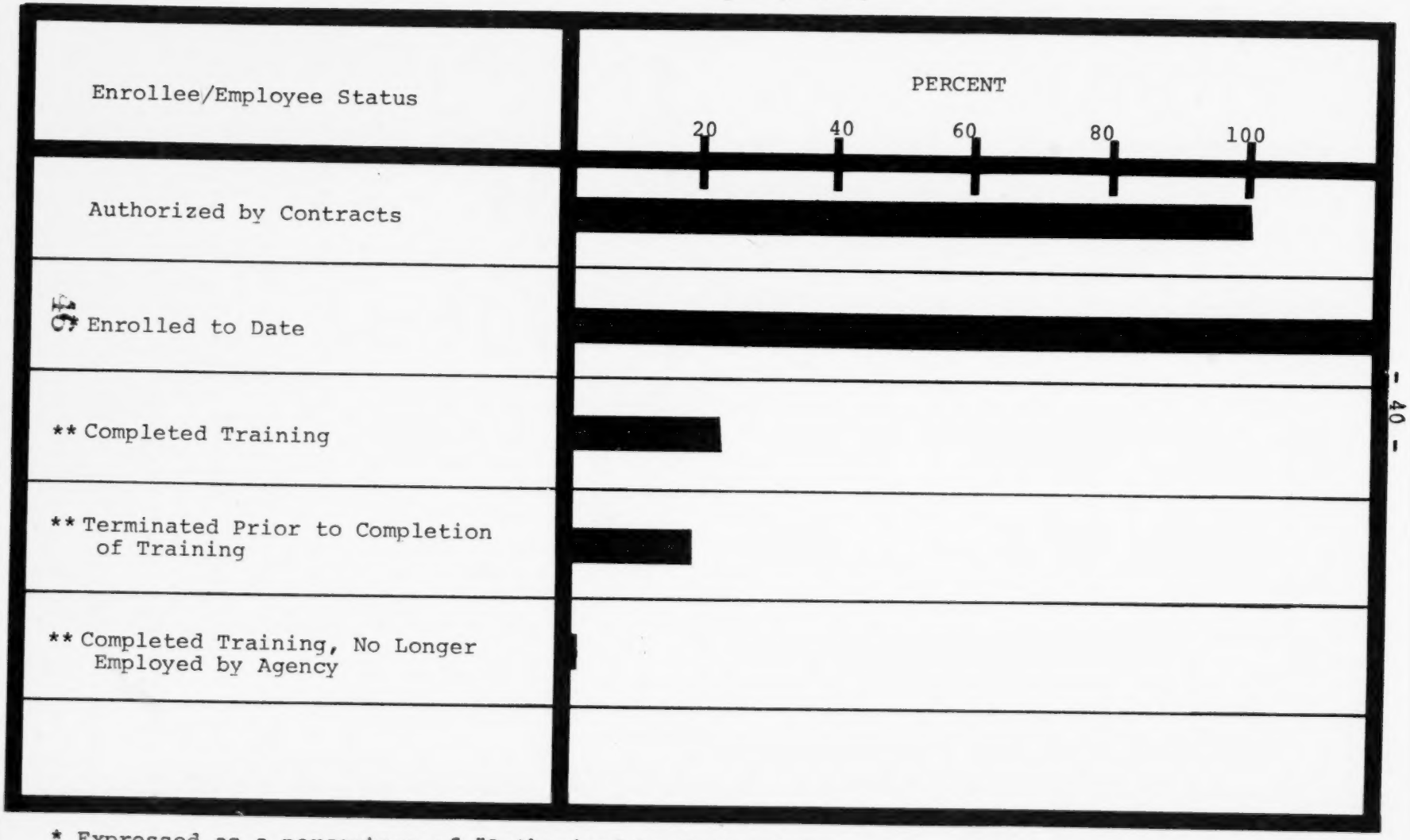
SUMMARY OF TERMINATIONS
(As of May 30, 1972)

Enrollees/Employees		REASON FOR TERMINATION
Number	Percent	
75	6.6%	02 - Entered another manpower training program
251	22.2	03 - Refused to continue participation
6	0.5	04 - Cannot locate
49	4.3	05 - Full time schooling
2	0.2	06 - Entered Armed Forces
87	7.7	08 - Health reasons
53	4.7	09 - Pregnancy
50	4.4	10 - Family care required
17	1.5	11 - Transportation problem
98	8.6	12 - Moved from area
9	0.8	13 - Death
136	12.0	15 - Administrative separation
1	0.1	16 - Shifted to a lower level job
49	4.3	17 - Obtained other employment
250	22.1	18 - Other
1,133	100.0%	TOTAL

FIGURE 1

PROGRAM PROGRESS REPORT

(As of May 30, 1972)



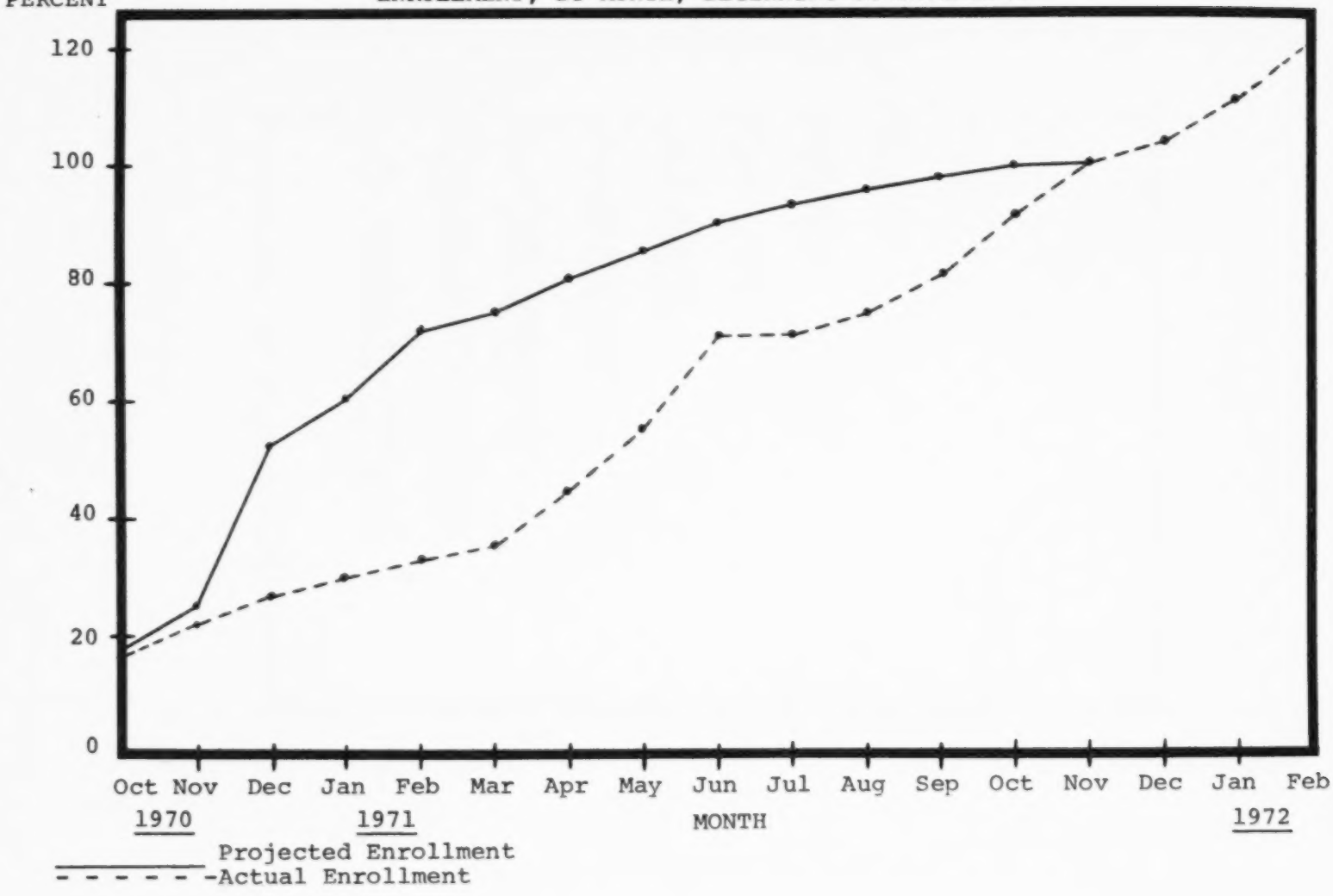
* Expressed as a percentage of "Authorized by Contracts"

** Expressed as a percentage of "Enrolled to Date"

DHEW/PUBLIC SERVICE CAREERS
PLAN "B"

FIGURE 2

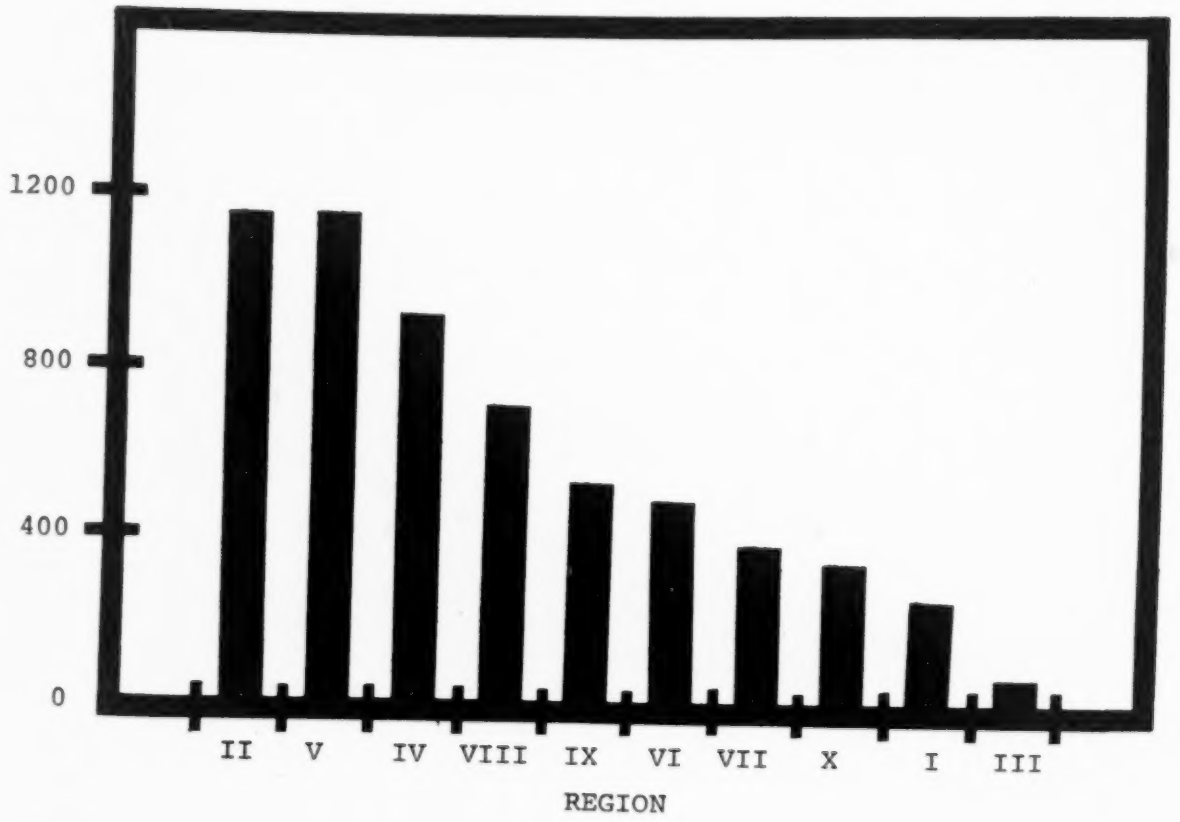
CUMULATIVE ENROLLMENT VERSUS CULULATIVE PROJECTED ENROLLMENT, BY MONTH, BEGINNING OCTOBER 1970



DHEW PUBLIC SERVICE CAREERS-PLAN B

FIGURE 3

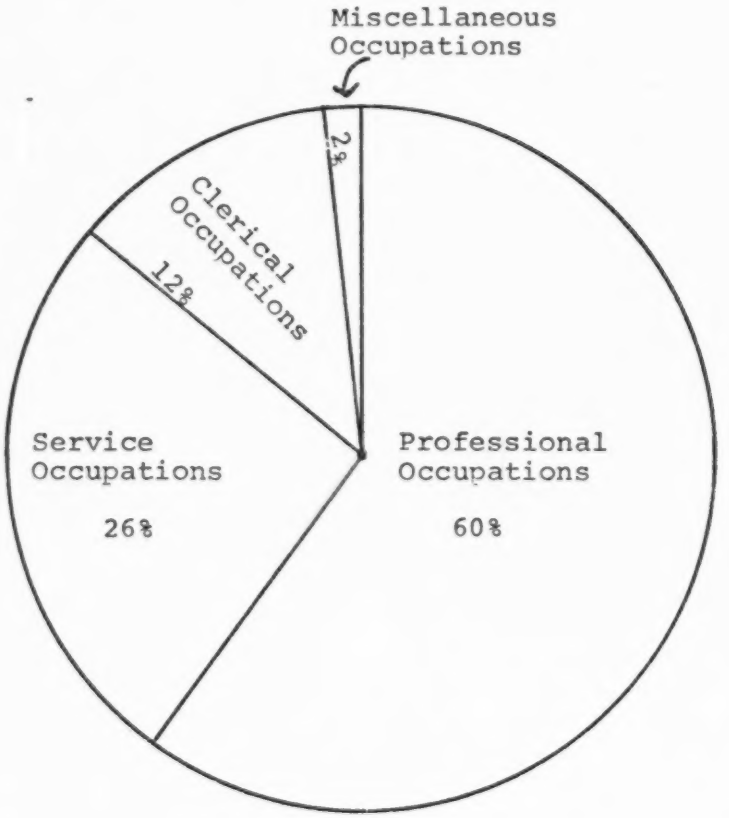
ENROLLEES/EMPLOYEES ENROLLED
TO DATE, BY REGION *



*As of May 30, 1972

PERCENTAGE DISTRIBUTION OF PLAN "B" POSITIONS, BY OCCUPATIONAL CATEGORY*

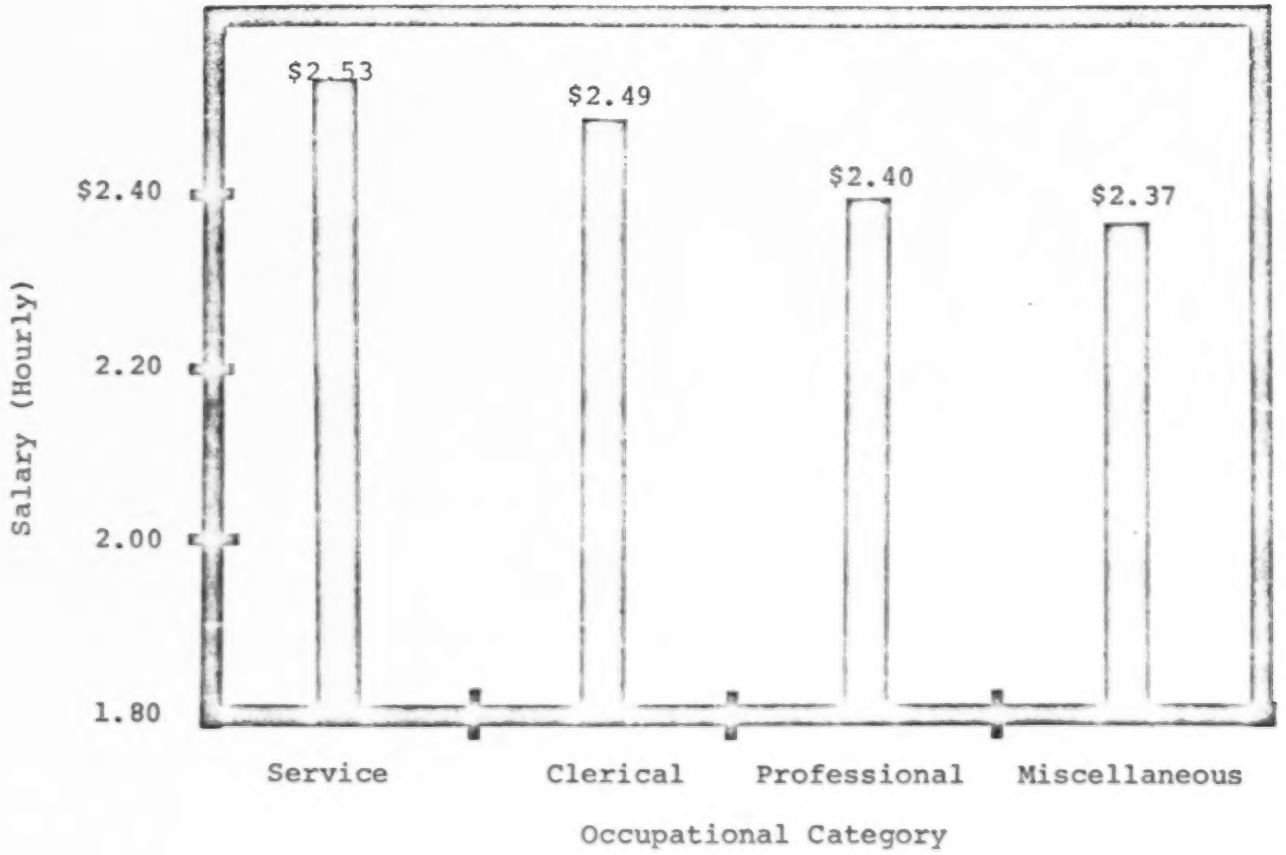
FIGURE 4



*Source of Information: MA 5-19

FIGURE 5

AVERAGE MINIMUM STARTING SALARY FOR
PLAN "B" POSITIONS BY OCCUPATIONAL CATEGORY*

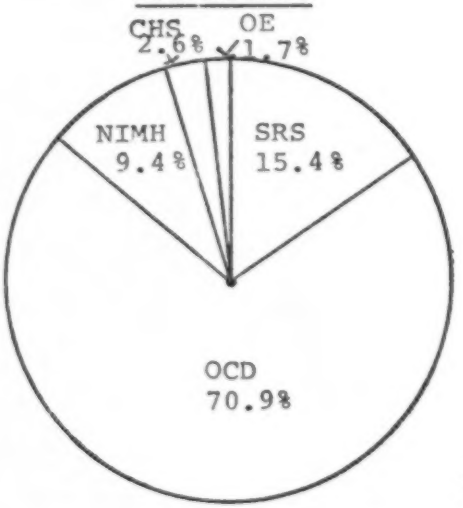


*As reported by participating agencies, 10-30-70

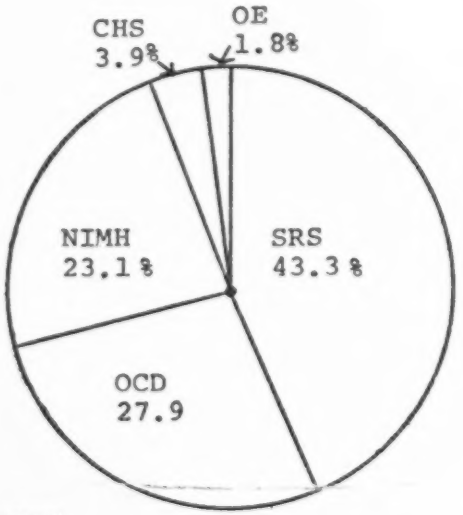
FIGURE 6 DHEW PUBLIC SERVICE CAREERS-PLAN "B"

PERCENTAGE DISTRIBUTION OF OPERATIONS, ENROLLMENT, AND FUNDING, BY DHEW SPONSOR

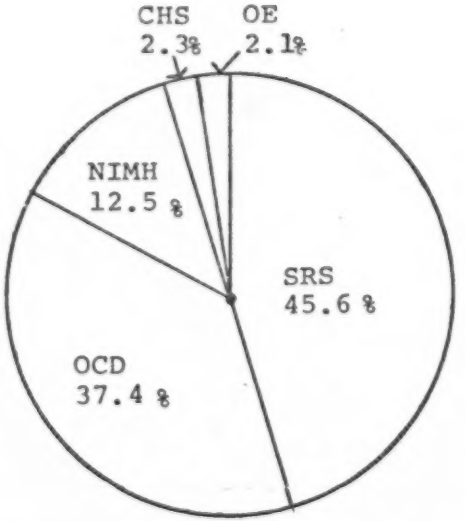
OPERATIONS



FUNDING



ENROLLMENT *



*As of May 30, 1972

APPENDIX B

PSC-B PARAPROFESSIONAL TITLES*
IN
HEALTH

Nursing
Attendant Nurse
Home Health Nurse
Licensed Practical Nurse
Nurse
Nurse's Aide
Nursing Assistant
OB Technician
Registered Nurse
School Aide Nurse
School Nurse
Team Aide (Clinic Nurse)

Health Services
Community Health Aide
Geriatric Worker
Health Aide
Health Assistant
Health Coordinator
Health Education Aide
Health Service Aide
Lab Aide
Medical Aide
Medical Assistant
Physical Therapist
Sanitarian Aide

Dental
Dental Aide

Mental Health
Alcoholism Field Worker
Attendant Physical Therapist
Cottage Parent
Cottage Parent Supervisor
Group Dynamic Trainer
Homemaker
Housekeeper
Institutional Domestic Aide
Institutional Domestic Worker
Mental Health Field Worker
Mental Health Worker
Narcotics Specialist
Orderly
Psychiatric Aide
Psychiatric Technician
Rehabilitation Aide
Sr. Principal Retardation Technician
Social Rehabilitation Service Technician

*Source of Information: MA 5-19

APPENDIX B

PSC-B PARAPROFESSIONAL TITLES*
IN
EDUCATION

Teaching
Assistant Teacher
Associate
Classroom Aide
Classroom Assistant
Educational Assistant
Educational Specialist
Headstart Teacher
Headstart Teacher Aide
Instructional Aide
Intern Teacher
Junior Teacher Aide
Mini-Headstart Teacher
Non-Certified Teacher
Parent Educator
School Assistant Trainee
Senior Teacher
Senior Teacher Aide
Senior Teacher Assistant
Teacher
Teacher Aide
Teacher Aide Trainee
Teacher and Teacher Aides
Teacher Assistant
Teacher/Assistant Teacher
Teacher Associate
Teacher Consultant
Teacher Director
Teacher in Charge
Teacher of Mentally Retarded
Teacher Trainee
Teaching Assistant
Uncertified Teacher

Child Development
Child Care Attendant
Child Care Worker
Child Development Aide
Child Development Worker
Day Care Aide
Day Care Supervisor
Nursery Attendant (Playground)
Recreational Supervisor
Youth Coordinator
Youth Service Worker

*Source of Information: MA 5-19

APPENDIX B

PSC-B PARAPROFESSIONAL TITLES*
IN
WELFARE/SOCIAL SERVICES

Social Services
Case Aide
Caseworker
Casework Assistant
Eligibility Technician
Social Aide
Social Service Agent
Social Service Aide
Social Service Assistant
Social Service Associate
Social Service Coordinator
Social Service Worker
Social Worker
Social Worker (Non-professional)
Social Worker Aide
Welfare Aide

Community Worker
Community Aide
Community Organization Worker
Community Organizer
Community Program Aide
Community Worker
Family Service Worker
Family Worker
Field Technician
Junior Community Aide
Neighborhood Worker
Parent Advisor (Aide)
Parent Aide
Parent Assistant
Parent Coordinator
Parent Counselor
Parent Advancement Aide
Parent Involvement Specialist
Parent Worker
Senior Community Aide

*Source of Information: MA 5-19

APPENDIX B

PSC-B MISCELLANEOUS PARAPROFESSIONAL TITLES*

Administrative
Administrative Secretary
Admitting Clerk
Accounting Clerk
Bookkeeper
Budget Analyst
Budget Clerk
Clerical Aide
Clerical Assistant
Clerical Supervisor
Clerical Worker
Clerk
Clerk-Bookkeeper
Clerk, General
Clerk Stenographer
Clerk Trainee
Clerk Typist
Counselor
Custodian (Porter)
Data Assistant
Film Library Clerk
Finance Officer
General Clerk
Inventory Administrator
Junior Clerk Typist
Library Assistant (Clerk)
Library Clerk (Talking Books)
Library Technician
Offset Duplicating Machine Operator
PSC Coordinator
Secretary
Secretary Aide
Secretary Bookkeeper
Senior Clerk Steno
Stenographer
Stock Clerk
Telephone Operator
Unit Clerk

Custodial
Charwoman
Custodial Worker
Custodian
General Aide (Janitor)
Groundskeeper
Janitor

Food Services
Assistant Cook
Cafeteria Trainee
Cook
Cook's Aide
Cook's Helper
Cook-Parent Coordinator
Cook-Teacher Aide
Food Service Aide
Food Service Worker
General Aide (Cook)
Head Cook
Nutrition Aide
Nutritional Health Aide
Nutrition Assistant
Nutritionist
Nutrition Service Worker
Tray Line Worker

Transportation
Bus Driver
Bus Driver/Aide
Bus Driver-Custodian
Driver
Driver (Dispatch Supervisor)
Driver (Emergency Vehicle)
Patrolman Ambulance
Transportation Aide
Transportation Coordinator
Transportation Specialist

*Source of Information: MA 5-19

PSC-B MISCELLANEOUS PARAPROFESSIONAL TITLES (CONT'D)

Other
Aide
Aide Trainee
Attendant Counselor
Building Inspector
Career Development Aide
Center Aide
Director
Environmental Aide
Headstart Center Leader
Home Economist Aide
Housing Aide
Sanitation Worker
Seamstress
Service Specialist
Specialist
Special Service Assistant
Special Service Trainee
Supervisor, Water Works
Trainee
Trainee Aide

APPENDIX C

AN EXTRACT: ONC-PSC-B PROCEDURAL GUIDELINES [2/]

Measuring Progress

The ONC will pay particular attention, in its Plan-B on-site observations, to the criteria and/or processes used in assisting careerists in making progress. Particular attention will be focused on:

"EPLE" (Entry Performance-Level Evaluations)

The ONC recognizes that each careerist begins the Plan B process at a given point in functional ability. Techniques and/or tools used to provide a reasonably objective assessment of program-entry functioning is necessary.

"PAM" (Performance Appraisal Method(s))

The manner in which each careerist's progress is measured--and the frequency with which this occurs--is also of interest to the ONC. Stagnation in a "fixed" program element is undesirable; therefore, performance appraisals should occur frequently.

"ITTS" (Individualized Timed-Training Sequence)

Inflexible time-frames for component-participation by careerists negate the fact that each individual progresses at his own rate, and within the context of his own capabilities and/or potentials. Each Plan-B's "PAM" is directly related to the Plan's concept of training, and the methodology employed in the process.

"SUM" (Skill Upgrading Mechanism(s))

The ONC recognizes that arbitrary barriers have precluded equal employment opportunities for many persons, regardless of their skills, in various employment situations. Plan-B mechanisms should allow for skill and academic "PAMs" that permit somewhat immediate upgrading opportunities.

2/ Office of New Careers, U. S. Department of Health, Education, and Welfare, "Policy and Procedural Guidelines", June 1970, p. 6.

APPENDIX D

JOB RESTRUCTURING: A DEVELOPMENTAL APPROACH[1/]

WHEN : Stagnation sets in

Personnel turnover indicates the need

Administrative rationale dictates

WHERE: In Sections, Divisions, Offices, Entire Agency as new functions/missions arise

As old functions/missions become obsolescent/ obsolete

In Experimental and Demonstration (E&D) Projects

In "pressurized" work-load situations

WHY : To improve the quality of service being rendered

To improve the quantity of services being given

To enhance cost-benefits results

1/ Office of New Careers, Unpublished Pamphlet, Job Restructuring: A Developmental Approach, pp. 1-9.

HOW : 1. Administrative "System Analysis" (Organizational Review)

2. Staff "How To" Suggestions

Developmental Approach - No. 1

a. Examine the Agency's mission/function/goal/general objective

b. List the Agency's current tasks associated with accomplishing "a" above

Example:

1) Registration, intake, enrollment, screening, admissions

2) Service-giving activities

c. Analyze the target populations/clientele to be served

Example:

1) Number needing the service(s) offered

2) Actual number to be served during year

3) General characteristics of the target population/clientele

d. Analyze the current system (organization/structure) of accomplishing "a" and "b" above

Example:

	What	
Administration	Policy-making	Pros
	Budgeting/Financial Management)	Non-pros
	Personnel-processing & training)	New pros
	General Services)	Entry
	Etc.)	Upgrade
		Lattice-Lateral
Operations	Direct Services)	Ditto
	Referral Services)	

e. Examine Agency's current personnel-design

Example:

Agency Task	Duties Associated With The Task	Worker & Title	Traditional Qualifications
1) Admitting Registering			
2) Screening Verifying eligibility			
3) Supervising			
4) Providing Supportive Services			

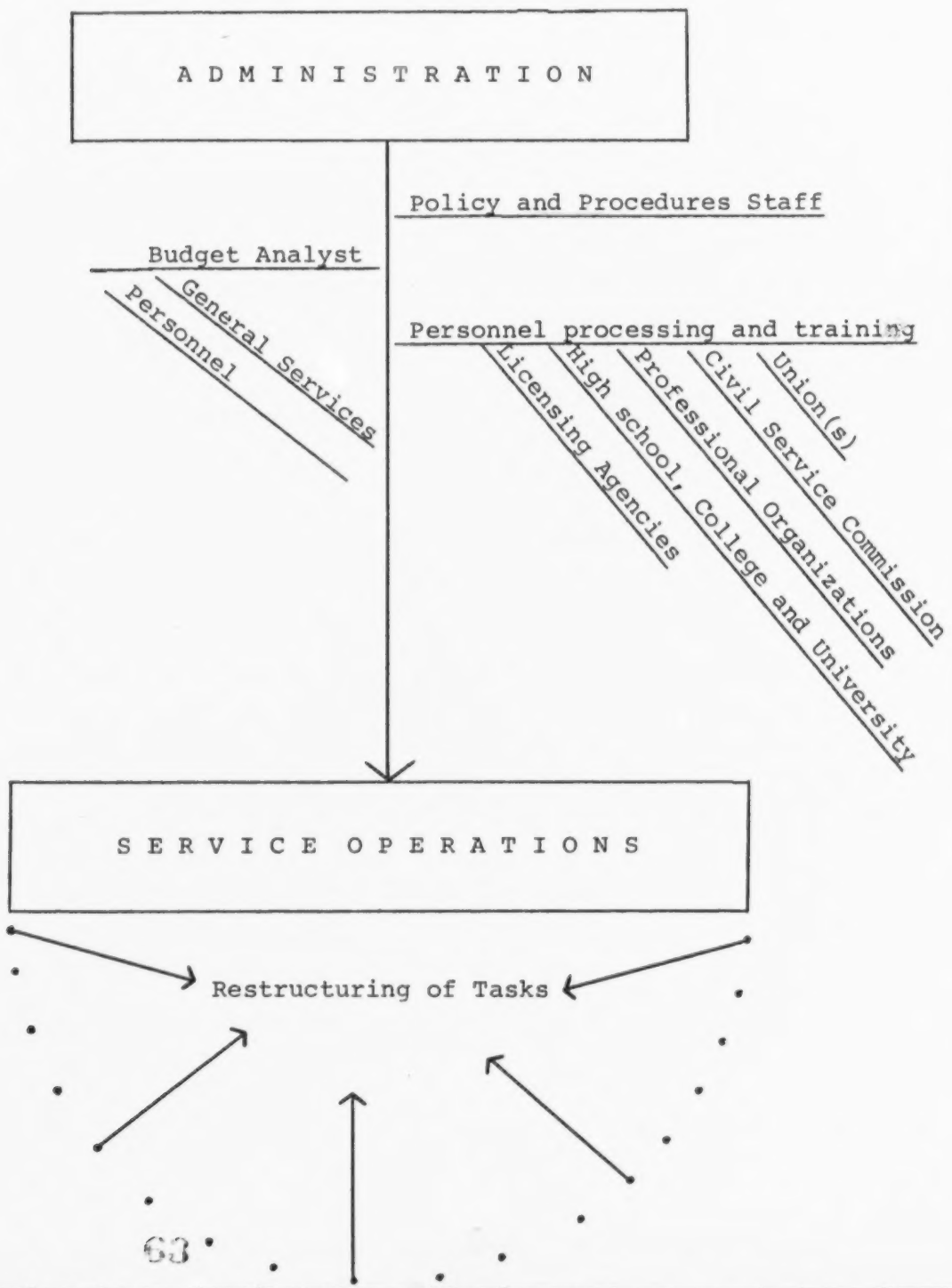
f. Project agency's new personnel design

Example:

Agency Task	Duties Associated With the Task	Worker & Title	Realistic Minimum Qualifications
1) Admitting	Greet, meet public Home Contact Interviews Fill forms Compile daily count	Processing Technician I	10th grade functioning minimum Personable
	Escort/refer to next service or worker		Bi-lingual
	Escort/refer to another agency		
	Provide supervision	PT II	GED

Agency Task	Duties Associated With the Task	Worker & Title	Realistic Minimum Qualifications
2) Providing Supportive Services	Note client's "felt" needs	Social Service Repr.	1/2 year college AA degree
	Determine client's "unfelt" needs		Auto Operator's Permit
	Arrange health check-up	Social Worker I, II (?)	4-year college
	Determine day care needs		
	Prepare brief case history		
	Provide supervision	Social Worker I I, III	
	Provide counseling (in-depth)	Social Worker	MSW credential
	Provide therapy (individual and group)		
	Provide supervision		

DEVELOPMENTAL APPROACH - NO. 1: FROM ADMINISTRATION, DOWN!"



Developmental Approach - No. 2

a. Evaluate workers' "felt" negatives regarding the job.

   Example:

   1) Critically examine "exit-interview" comments

   2) Critically examine jobs with rapid, continuous personnel turnover

   3) Note job suggestions (Suggestion Box) regularly and thoroughly

   4) Examine "task-time" analyses minutely

   5) Assemble and evaluate "job critiques" without prejudice

   6) LISTEN to workers' complaints

b. Encourage supervisors' honest job appraisals.

c. Review weekly reports carefully. (This is helpful mainly when modern, democratic, administrative and supervisory policies and practices are "SOP.")

d. Consult supervisors regarding workers' job complaints.

e. Convene homogenous worker groups (according to functions) for discussion of tasks.

f. Convene administrative staff for discussion of projected job-restructuring design.

Example:

1) Assemble budget, personnel, etc., officers for initial briefing

2) Alert union representatives of projections

3) Contact collateral officials, institutions, agencies, etc., involved in providing "credentials" -- diplomas, certificates, licenses, etc. (Administrative sub-committees may be used.)

4) Work with personnel office in strengthening agency's staff training, design and procedures

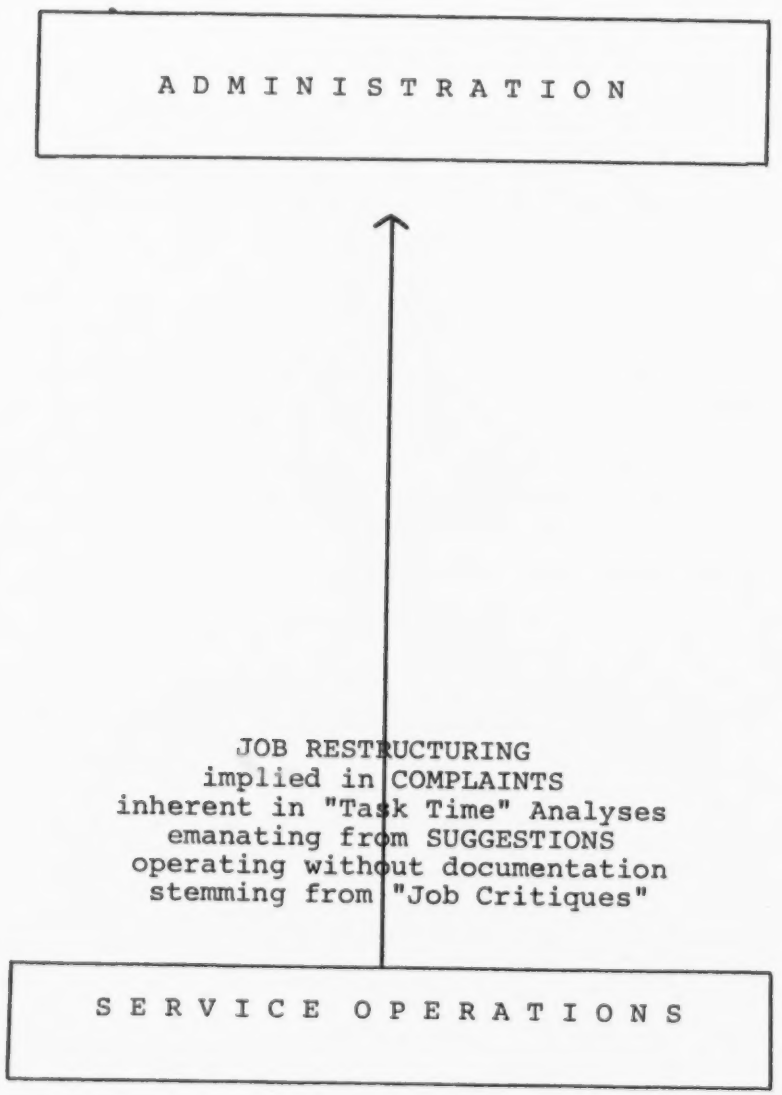
g. Orient and alert affected staff to projected change-date

h. Begin "new" supervisors' training. (This should occur simultaneously with recruitment of applicants for "new professional" positions.)

i. "HIRE WHEN READY!"

JOB RESTRUCTURING - THE HOW

DEVELOPMENTAL APPROACH - NO. 2: FROM OPERATORS, UP!"


A D M I N I S T R A T I O N
JOB RESTRUCTURING
implied in COMPLAINTS
inherent in "Task Time" Analyses
emanating from SUGGESTIONS
operating without documentation
stemming from "Job Critiques"
S E R V I C E O P E R A T I O N S

APPENDIX E

PSC-B PROJECT SUMMARIES

The pages which follow are actual PSC-B Project summaries covering the months-of-operation of two programs located in different geographic sections of the Nation. For obvious reasons, names of the particular agencies and/or institutions involved have been omitted or changed.

Margin-notations have been added to the "Director's Statement" which immediately follows in order to highlight "New Careers"-type program weaknesses which continue to manifest themselves, in spite of a near-decade of programmatic efforts to improve human service-delivery processes via the introduction and utilization of paraprofessionals into traditional health, education, and welfare systems-of-operation.

In all regions where PSC-B programs were operated, "negative 22-month summaries" submitted by program directors contained statements of almost identical programmatic weaknesses, problems and/or failures.

"Positive 22-month summaries" invariably included similar -- if not identical -- program-component strengths. Regrettably, "positive summaries" were extremely rare; while "negative summaries" were significantly prevalent. It is hoped that these types of program-outcomes will reverse themselves at the end of fiscal year 1973, when the final Office of New Careers' summary will be made of the Department's PSC-B programs.

Aaron C. Alexander

APPENDIX E (Cont'd.)

A "NEGATIVE SUMMARY"*

PSC STAFF NARRATIVE

Director's Statement

In looking back over the PSC Project experience in this county, it is difficult for me to express the anger, frustration, and pain PSC staff feel for having invested so much energy into activities which achieved so little net results.

IN SUMMARY:

Anger
Frustration
Pain

The least that we should have produced were accepted job descriptions with career ladders for community workers in the mental health delivery system of this county. I can hardly conceive that so little was accomplished or that staff was treated in such an uncaring way by those persons who conceived of this Project and contracted for it in the first place. Administrative support for this Project has been inadequate at best and insulting at worst.

INITIAL CLIMATE:

Uncertainty
Hostility
Resentment

The climate in which the Project found itself in the beginning was one of uncertainty about its purpose and mission, and hostility or resentment toward the sponsoring agency and

*Arbitrarily categorized by the Office of New Careers

its staff. The chances for success for a Project representing employment opportunities for minority and disadvantaged persons were thus greatly minimized. This point is extremely important because the focus of attention of most persons involved with the entry level enrollees seemed to be upon the workers' minority group identification and status rather than upon the job that needed to be done. The initial project proposal and other documents will bear out the degree of concern about the ethnic identity of the workers rather than upon the duties and responsibilities of those workers.

EARLY FAILURE INDICATORS:

Other factors placed the Project in an unfavorable position for success from the very beginning. At the national level,

Selfish National Motives

the PSC program is funded by the number of PSC enrollees recruited into the local project. Therefore, staff at the national level depend upon successful

contract negotiations and project-generated enrollees for their employment and job future. The number of successfully negotiated PSC-Plan B projects would determine the size of national office staff. The officers who negotiated the contracts would become the project officers for their own successfully negotiated projects.

Inadequate Planning Time

Preparations for this project, it seems, began in May 1970, less than two months before the contract was awarded. If this is true, the implications of this project could hardly have been properly assessed nor planned for by those parties who were expected to feel its impact the most and upon whom the project staff would have to rely most to complete its mission. Whatever little effort may have gone into planning this project, seemingly even less went into supporting it over the 22 months of its life.

Minimal National Office Project Support

The local project depended upon its funds being generated by project enrollees. The

number of positions to be available for project recruitment had been overstated by nearly 50% in the original proposal. The existing positions would only support a small project staff and a limited PSC program through the life of the contract.

"Padded" Employment Needs

"Threats" to Project Staff Tenure

Furthermore, project staff had to identify positions which would generate their own salaries, a very unfavorable position from which to negotiate crucial issues within the county structure. We were certainly left to the mercy of those persons upon whom some pressures needed to be exerted to bring about desirable changes. Not only that, but the 30-day notice clause in our county contracts did not make us feel confident confronting decision-makers about a project that few people seemed to want anyway.

All project staff are on contract; we are not civil service employees. We have no job security. Moreover, it seemed clear

to me that any likelihood for project success and the security of Project staff depended upon my assuring that the Project would last and provide staff with meaningful work.

Administrative Preparation for Retirement and Agency Resistance to Project

The Project was also conceived at a time when the director of the Department was preparing to retire. With the administrator's imminent retirement, the Project could not look to that office for support. To my amazement the Project (located within a service division of the county) was going to accomplish "major surgery" in a conservative county solely with the consensus of those persons who were supposed to make the changes. The Project director and staff were expected to get every division upon which "surgery was to be performed" to agree that it was needed, and that somehow it was going to happen. Remember also, that these activities were to take place on behalf of minority and

disadvantaged enrollees, for minority and disadvantaged target populations, by minority PSC staff persons in divisions controlled by county personnel in a county which has been referred to as "ultra conservative." The county also lacks the volatile urban minority population of some other localities in the State. Minority persons live in small pockets in small urban centers within the county. Therefore, the Project could not locate effective community leverage, if such were needed, in the absence of effective administrative support within the county system. Championing an unpopular cause in a conservative county with a 30-day contract in hand could hardly be construed as the most advantageous position for Project staff.

"Passive" Project Population

The Project could have been conceived of in at least two major ways: one was to focus attention upon Project enrollees and to provide them with whatever support, training,

etc., that they needed to function on the job. Another way of viewing the project, in addition to the first, would have been to try to make changes in the system so that better services could be provided and to make the system more responsive to hiring and promoting disadvantaged people in the public sector. This latter view was agreed upon by Project administration and project staff from the beginning. Unless, and until some changes were made in the way the county provided for its minority and entry level employees, little if anything lasting was going to be accomplished by the PSC Project. It is noteworthy that within the Civil Service system of the county, jobs occupied by most minority persons include janitor, hospital attendant, and nurses aids or vocational nurse. It may be debatable whether there is a single minority person in a top administrative job in the county. An exception may exist, but otherwise,

Agency Commitment Lacking

Traditional Merit System Perspectives and Practices

minority employees occupy primarily entry level, low salaried jobs. With some effort, I was successful in locating and hiring minority persons for this Project. I had difficulty convincing even Project supporters that minority persons could be found suitable for Project employment, without violating qualification requirements. The attitude seemed to prevail that to be qualified was synonomous with being white and to be a minority person was synonomous with being unqualified. In retrospect, the possession of qualification need not have been an issue because our skills were rendered non-functional for the most part. Needless to say, the Project lacked the ability to demand that decisive action be taken or to enforce the decisions made in the project's behalf. The project enrollees were already civil service or county employees and were located in various agencies to which the Project had no access.

Within the participating agencies, conflicting views were held about what the Project's mission should be, as described above. If we had taken the tact of training poor, disadvantaged, minority folks and not mentioning the professional positions, I think that we would have been on safe ground with most of the departmental staff.

Professional Resistance to Job Restructuring

Administrators and professionals began to get quite upset and unnerved when we began talking about having some impact on the system that may affect their jobs as presently constituted and their methods of functioning. At that time, we were talking about systems approach to task analysis and job design. We were given the impression that here in the county was some "feeling" that system-change needed to take place and the role of the Project was to go out and harness that "feeling." It did not seem to occur to

anyone except Project staff that maybe we were going to alienate a few people or if that possibility did occur, it appeared that the Project director was supposed to use social work "magic" to bring people around to his way of thinking. Common sense dictated that the Project director needed to be concerned about the employment of PSC staff and to develop strategies to reach Project goals and objectives. It would have been easier to have left the job for someone else to do, but in my opinion, I think that would have been the end of the PSC Project for all practical purposes. As a matter of fact, when I offered the job to someone else in July 1971, it was confirmed that the Project would most likely not have survived.

Although the Project was to serve as a task group within the program office of the sponsoring agency, it appeared that the Project more than likely was viewed with suspicion

and distrust, and was never allowed access to information which could have made it a viable unit within the program office. The Project's mission and role were never incorporated into the mission, role and purpose of the Division and her sister agencies. Because of this fact, the Project was unable to function very effectively either on behalf of the enrollees or to affect systems change. For the most part, the Project was effectively crippled. The Project enrollees were scattered in various agencies inaccessible to the influence of the PSC Project. The department heads had few pay-offs for cooperating with the Project and consequently few penalties, if any, could be applied as a result of their non-cooperation with Project staff.

Project Alienation and Enrollee Dispersion

In addition, the responsibility to plan for the utilization of community workers within the various agencies tended to rest with training staff rather than administrative

staff. These training persons had difficulty trying to implement whatever decisions they made regarding the community workers. The mission and tasks of community workers were rarely clear and therefore, the PSC Project had difficulty designing special training, or any training for that matter, based upon common needs of community workers. PSC Project was not in a position nor had the administrative leverage to demand that accurate task statements be developed for the community workers. Even if we could demand this, it is doubtful that accurate descriptions of what community workers were doing could be written based upon first hand knowledge.

Paraprofessional Utilization Without Clarification

In an effort to build concensus, or at least let people know what we were doing,

we developed a newsletter, circulated it in three editions. Feedback indicated that the newsletter was a mixed blessing as far as the Project was concerned. We learned that we were not going to build concensus for what the Project was trying to accomplish. Concensus is not likely to be achieved without administrative support and backing.

Federal Commitment Lacking?

Even within the PSC family, there was some notion that we had some federal leverage or some authority to bring to bear on the situation here in the county. The national program director had these notions and today he and his staff are looking for jobs with the rest of us. This may confirm that even at the federal level, commitment for change may be non-existent. Federal contracts to provide effective training and upgrading for

insuring those ends. Many federal dollars are being spent to administer such programs with very little real pay off for trainees. I hate to think about what would have happened to the trainees had we not been here. Enrollees themselves initially thought that we were going to get a lot done and that we had some real power to make some needed changes. In a way, they thought that "raising some hell" was going to get some results. Had I thought hell-raising was going to accomplish something besides getting us fired, I would have been for it.

Project Enrollees Anticipate Staff Aggression

Enrollee Participation in PSC Activities

Throughout the life of the Project, the feelings and attitudes of enrollees toward the Project seem to have been mixed. On the one hand, the Project has been viewed as offering some hope and resources to enrollees, community workers in particular, to better their lot in terms of

educational and career advancement. The hospital attendants have also shared this view, however, hospital attendants have known for some time that they have occupied "locked in positions" without access to the educational opportunities for advancement within the nursing career ladder. On that basis it would seem only logical that even limited opportunity for additional education would be viewed favorably by hospital attendants. With community workers, however, the situation is somewhat different; there is no long history of being "locked in". A community worker curriculum had been developed and taught at a nearby college for nearly two years. Release time for off-site training has been available. A general impression may have been held that the project was capable of removing all barriers to the attainment of higher paying positions for

community workers, if not hospital attendants. Therefore, the Project, at least to some extent, could be viewed by many individuals as a source of financial assistance for educational purposes and as a quasi-civil rights organization to improve the lot of minority and disadvantaged citizens of the county in general. The idea that the Project could be all things to all people seemed to be shared by administrators and trainers and supervisors of the community workers within the participating agencies. Some persons thought that the PSC Project would underwrite their training programs, provide the technical expertise and cover all extraordinary costs related to enrollee expenses for training and extra employment activities, such as transportation and lodging for conferences, tickets to community

events, costs of supplies, additional personnel and materials for programs conducted by community workers for agency clientele.

Needless to say that when our limited capabilities and objectives were eventually clarified, dissatisfaction remained among persons who had these original impressions. Furthermore, PSC staff was not able to identify collective goals and objectives around which community workers, PSC enrollees, could organize sustained interest. Attendance at enrollee meetings after the first several months tended to range between 10% and 50% of enrollment, if anyone came to meetings at all. The enrollee population among the community workers were in two main groups: the original 11 community workers and the remaining community workers in the county center, numbering 9 to 10 community workers.

The original 11 community workers were from 5 participating agencies and were the most experienced community workers in the county. The Region workers were hired in March 1971, were new as a group and were under the supervision of a single staff person. The administration of this community worker "unit" probably contributed toward polarization of para-professionals and professionals.

Enrollees expressed disappointment that the Project was unable to (1) exercise administrative authority over their agency supervisors and administrators, (2) clarify their role and function within their respective agencies, (3) satisfactorily resolve their grievances about their employment situation, (4) or guarantee their upgrading and promotion. Some minor disappointment may have been felt because Project resources could not be used to

supplement enrollee incomes in some general way. The financial pay off to some Project enrollees was very minimal because they were not actively engaged in a training program or plan, and were not therefore availing themselves of training materials, books, supplies or tutorial services. I think that most enrollees understood that the Project's responsibility to meet the financial needs of the enrollee was limited. Tangible benefits to the enrollee through the project, therefore, were limited to extraordinary costs related to training.

The frustration some enrollees may have been feeling as a result of being powerless within their agencies to resolve their problems may have been compounded by the Project's powerlessness to also resolve those problems. At least, however, enrollees could express their frustration and anger to Project staff and we would hear what they were telling us.

Conclusions and Recommendations

The purpose of this project was to reduce the institutional, individual and environmental barriers to the utilization and promotion of paraprofessional personnel in the delivery of public health and welfare services.

This purpose of the PSC Program nationally, and assumed by this project locally, does not appear to be attainable as the program is presently conceived and implemented. Systems which have rewarded the possession of educational credentials, if not skills, influence and status, and which have worked very successfully to the exclusion of minority and disadvantaged populations are not likely to change solely to make major accommodations for these populations. To have successful changes in personnel and manpower selection and development systems to allow more opportunity for minority and disadvantaged populations, a major overhaul of these

antiquated systems from top to bottom is required.

Programs designed solely toward upgrading minority or disadvantaged persons are not likely to succeed, even though these programs are called "Affirmative Action Programs." So-called minority programs, projects, affirmative action programs, and the like are piecemeal approaches to very difficult manpower and political problems.

In this county, especially, major changes are needed in the personnel system so that the necessary manpower will be available to provide needed services for all client groups eligible for public services. Minority-employees are needed in key positions throughout the county-employee system to assist in planning and implementing systems changes for all client

groups. A massive recruitment effort should be undertaken to recruit and hire these persons immediately.

Strict accountability for organizational outputs, program objectives, program budgets and employee performance should be expected and maintained throughout the public service system. Public strutiny must be vigilantly maintained over those organizations and groups responsible for serving needy citizens. Means of effectively evaluating service organizations and the performance of their employees should be undertaken immediately.

Organizations and their employees need to have access to current developments in the spheres of thier services and particularly expertise. Easy access should be available to appropriate educational institutions and personnel. Training and skill development need to be on-going

processes for all persons who need it, so that the organization may be able to respond to current and future service requirements. Funds need to be available to train or assist the training of those employees who can least afford it. Release time for training should be available within the 40-hour week for those employees for whom training is required. A comprehensive training program between this county and area educational institutions should be developed to benefit all classes of employees immediately. If personnel are needed to develop this training program, they should be hired immediately.

Unless and until these recommendations are instituted in some form, minority and disadvantaged populations and employees will continue to suffer greatly, but all employees and clientele will suffer also.

Many manhours and tax dollars will continue to be poorly spent. Perhaps these are the greatest lessons we have learned from the PSC Project experience.

A "POSITIVE SUMMARY"

(Information requested from the PSC-B grantee by the DHEW agency-grantor has been underscored by the Office of New Careers. The program director's summary-response has been edited only to the extent of deleting identifying-nomenclature.)

1. Describe the methods and resources used in recruiting and selecting PSC enrollees.

Recruiting: The Department, as well as the State Personnel Division, maintains continuing relations with schools, secondary, college, business, or specialized, through programs such as the Black Work Study Programs, Neighborhood Youth Corps, New Careers, and Public Service Careers, in an attempt to bring to the large numbers of minority group students the philosophy of equal employment and the opportunity and access to employment situations. Recruiting referrals are requested from agencies and programs such as State Employment Service Offices, Public Welfare Departments, vocational rehabilitation agencies, poverty programs, recruiting community action programs. In addition to the forementioned procedures, there is a great emphasis on the encouragement of minority employees to refer their friends.

Selection: Selection procedures for the Department are developed professionally, and administered objectively with unrestricted format. Selection is structured for minimum, not optimum, desired levels in all aspects including verbal ability, literacy, technical content, and functionality. It is the intent of all selection procedures used to avoid subjective discrimination.

2. Describe PSC activities which resulted directly or indirectly in the modernization of personnel practices and merit systems to facilitate employment of the disadvantaged including the elimination of unnecessary aptitude or qualifying tests.

Personnel Actions: To assure a policy of equal employment opportunity for all, a comprehensive personnel program has

been undertaken to establish a program based on merit. The development of new career ladders within existing classification codes of the installation of career planning and counseling is serving as a vehicle towards the assurance of the equal employment practices. Exit interviews are a part of the personnel program with the goal of finding reasons for the solutions for turnover problems among staff. A comprehensive grievance and appeal system has been created so that all complaints by employees will be fully explored, with an impartial determination being made, and appropriate corrective action taken.

Appointment and Placement: All Departmental elections, appointments, and ultimate placements are made on a non-discriminatory basis. All hiring authorities of the Department have a commitment to the euql employment opportunity principles and do assay objectively the abilities of minority group applicants. Followup with minority employees, as well as all other employees, is made during the probationary period to assure that they are properly placed and trained.

3. Describe the services provided to enable enrollees to overcome identified individual and social barriers that previously had prevented employment.

One of the more serious barriers to employment of the disadvantaged had been the inability to "find" a job; and when the job was found, they could not qualify for it; and if they were able to qualify for the job, they were not able to get transportation or make satisfactory home arrangements to allow them to work. Recruitment procedures were taken directly to the disadvantaged. Once application was made, if qualifications were not met by the applicant, a waiver of these qualifications was made. In this waiver, prescription type or specialized training was given the applicant in the areas of his weaknesses in an attempt to upgrade his level of qualifications during his first six months of probationary employment.

Individualized transportation was not provided the PSC applicant due to the immense "in-house" morale problem that would have ensued. (85 percent of Departmental employees, approximately 1,600 have earnings of less than $5,000 annually.)

However, through counseling, individualized transportation, i.e., carpools, buses, etc., was made available to the PSC applicant. The same arrangements, again through counseling and actual manipulation of home environment, were provided the applicant to allow his home situation to fit into his work schedule, i.e., day care, nursery, etc.

4. Describe efforts in providing upward mobility for entry jobs through the development of:

a. Career ladders

As previously mentioned, career ladders were developed in "dead-end" job areas, i.e., cottage life, nursing service, custodial service, and food service. The dead-end type positions had been a situation existing for some 50 years within our state structure. Because of the timing and because of the attitudinal atmosphere, the PSC grant was used as a catalyst agent to spearhead and effect these career laddering changes.

b. Job restructuring

The job restructuring that has taken place over the last year has been the facilitating factor in the creation of the career ladders. Restructuring consisted of eliminating antiquated and useless job requirements and some testing procedures. Degree education has been eliminated as a barrier to jobs, with skills, ability, and knowledge taking its place. Through functional task analysis we have been able to restructure a great many of our entry-level positions, as well as those of supervisory nature.

5. Training:

a. In-Service Training - Summarize in-service training programs provided PSC enrollees.

b. Educational Training - Summarize educational training opportunities provided PSC enrollees including whether or not release time, without loss of pay, was provided.

Due to the very nature of our Department, with three regional centers (total employment 2,000), the Public Service Careers Grant awarded the Department was broken down into three separate "in-house" sub-grants.

At each of our residential facilities, in-service and educational training departments were developed through the vehicle of the grant to provide services to its applicants, as well as the routine applicant employees. Attachments 1, 2, and 3 thoroughly describe the in-service and educational training programs, as well as limited curricula. It should be noted that all educational and training opportunities were provided PSC enrollees on release time, without their loss of pay. If additional expenditures were necessary by the applicant, he was thoroughly reimbursed.

c. Based on the PSC training experience, should more of the training be contracted or should the agency develop its own training program?

Because of the nebulous nature of the question, I am not sure what "more" refers to; however, within the Department we have been able to reach an equal and adequate balance of contract versus agency training programs. If the individualized needs of the PSC enrollee or upgrade cannot be met within the existing agency training procedures, then the subcontracting is an absolute necessity in order to fulfill these needs. Because of the wide areas of professionals normally employed within the Departmental structure, we have been able to hold the amount of subcontracting training to a minimum. It is the feeling of the Department that complete and comprehensive training and educational and staff development programs must be developed in order to provide and maintain a proper level of service delivery to the residents within the institutions.

6. What provisions have been made to assure successes provided by the PSC program that will be incorporated into on-going agency activities?

The "successes" made possible by the vehicle of the PSC grant will be incorporated, if budget permit, into our on-going agency activities. Any service that allows the applicant to function at his fullest potential should be an agency responsibility. Some of the services that applicants require for "job readiness" at this point cannot be assumed by the agency, and the PSC grant will be necessary to maintain these levels.

7. Have PSC funded efforts had an impact beyond the PSC program to the extent that other employees have benefitted from PSC successes in improving manpower methods?

This has been a very definite and positive spin-off of the PSC grant. Due to the fact that we intentionally did not isolate and tag PSC enrollees and upgrades as "disadvantaged PSC grant recipients," there was a natural flow into the ranks of the regular employees. Therefore, the majority of services that the PSC applicant was receiving was also offered to and received by the routine employee who demonstrated the same need. The emphasis of training which was incorporated into the PSC guidelines has been of great assistance in providing and strengthening training programs to all employees.

8. Describe the training, both educational and in-service, provided staff to bring them to acceptance of and proper utilization of PSC enrollees.

A great deal of our subcontract training was in the area of human relations and attitudinal training for supervisory acceptance of integrating minority employees, disadvantaged employees, etc. into the work force. The need to create an awareness and sensitivity to human interaction was identified early as a need to negate possible situation conflicts.

9. What follow-up services and training will be provided enrollees after termination of the PSC program? Describe the continuing work to be undertaken by the agency for the next year in assuring the continued development of enrollees.

New components have been added to the existing in-service training programs to create a situation where new minority employees can compensate for sublevel educational skills through adult education programs, individual study programs, as well as specialized areas of interest and training. There is a continual evaluation of existing training programs, including the methods used to select trainees, types of training techniques used, and relevancy to the work situation, in an attempt to upgrade and create greater relevancy of training to successful work experiences. There is an established basis for selection of training or educational leave that is not discriminatory and training opportunities are brought to the attention of all employees. Additional back-up information as to future planning is found in Attachments 1, 2, and 3.

10. Was technical assistance available from the National and Central Offices when needed?

The technical assistance I am assuming was available; however, requests for such were not made.

11. Were monitoring visits made on time - were they of any help?

Monitoring visits were made according to schedule. Visits were an asset in maintaining PSC Guidelines, and they were helpful in initiating new innovative staff development methodologies.

12. What kinds of Regional Office or Central Office help was inadequate or lacking?

Regional office assistance was a very positive and integral part in making the PSC grant what we believe to be an

outstanding success in both statistical numbers and in actual services provided approximately 200 PSC applicants.

13. Please describe the overall strengths and weaknesses of your projects.

The main strength of the PSC grant was that it in itself was not only an initiating factor, but it was a providing vehicle for creating adequate staff development, education, and training programs to not only the disadvantaged applicant but also to the total work force. If any weaknesses of the project existed, they were minor, e.g., guidelines of service availability, upgrade components, and reporting.

APPENDIX F

F I E L D V I S I T

Evaluative Summary

Program Title : PUBLIC SERVICE CAREERS - PLAN "B"

Date(s) of Visit : _____ (month & date) through _____ (mo., date & year)

Places Visited : _____ (City State) _____ (City State)

Name of Agency and/or Institution Visited : _____

HEW Agency-Sponsor : _____

Officials Contacted (Names and Titles) : _____

_____

_____

_____

_____

SUMMARY OF OPERATIONS

1. Brief Description of Agency Program

   Number and types (entry and/or upgrade) of enrollees, sex, ethnicity, and types of jobs in which enrollees are hired, etc.

2. Administrator's Program-Appraisal

   This section should include statements and feeling-tones expressed by the administrator regarding the program -- its strengths, weaknesses, and problem areas as he/she views them.

3. Supervisor(s)' Program-Appraisal

   This section -- like 2, above -- should reflect the supervisor(s)' views. It is probable that the content of this section would pertain more directly to the enrollees (employees) who are being supervised.

4. Participants' Program-Appraisal

   This section should -- like 2 and 3, above -- focus on the views expressed by the enrollees (employees) as they actually experience the program and the persons responsible for its outcomes.

5. Evaluation

   This section should reflect your overall impressions of the program -- good, bad, poor, fair, "colorless," innovative, "spotty" (some features good, some bad), etc.

RECOMMENDATIONS

This section -- like section 5, above -- is extremely important! It should reflect the measures which you feel should be taken to enhance the quality of the program, administratively and operationally.

GPO 933-260